

## 2007-R-076

Property Owner: Eric and Joyce Broaddus

Existing Zoning: HR1 (Historic District Single Family)

Proposed Zoning: HC1 (Historical Commercial District)

Existing FLUM: Bagdad Historic District



## **STAFF ANALYSIS**

### **Part I. General Information:**

**Applicant:** Eric and Joyce Broaddus

**Project Location:** 6873 Old Bagdad Highway, Bagdad

**Parcel Number(s):** 15-1N-28-0120-00D00-0051

**Parcel Size:** .373 (+/-) acres

**Purpose:** Commercial Development

**Requested Action(s):** Amendment of the Land Development Code Official Zoning Map changing the zoning district **from HR1 to HC1**.

**Existing Zoning Description:** HR1 (Historic District Single Family) allows detached single family residential structures, group homes, and accessory structures and facilities. Maximum allowable density = 4 dwelling units (du) per acre.

**Proposed Zoning Descriptions:** HC1 (Historical Commercial District) allows for a limited range of uses that are appropriate. This district is intended to provide areas for low intensity commercial uses that primarily offer goods, services and opportunity for office employment nearby surrounding residential areas. Community facilities and limited commercial activities are permitted; mobile homes are prohibited.

**Existing FLUM:** Bagdad Historic District

**Current Use of Land:** Single Family Residence

**Surrounding Zoning:** The property is surrounded by HR1 (Historic District Single Family) with the exception of HC1 (Historical Commercial District) located on the eastern boundary. Additional HC1 zoning is located northeast and southeast of the property along Forsyth Street.

**Rezoning History:** No rezonings have occurred in the vicinity of the subject property.

### **Part II. Data and Analysis (Consistency with the Santa Rosa County Comprehensive Plan):**

#### **A. Infrastructure Availability:**

##### **(1) Predicted Maximum Roadway Impact:**

The applicant has not provided information as to the type of development proposed. Since the applicant has not provided information as to the type of development proposed, a worst case scenario or the maximum allowable level of development intensity within the zoning



district was selected. The current zoning could produce approximately 7 new daily vehicle trips onto Old Bagdad Highway as a worst case scenario using the entire .37 acre site. A commercial development could produce approximately 116 new daily vehicle trips onto Old Bagdad Highway as a worst case scenario using the entire .37 acre site. The overall net affect upon the roadway is 109 new daily vehicle trips. Rated at LOS Standard "D", the current available capacity of 6902 trips for Old Bagdad Highway thus indicates available capacity for the proposed zoning and is not expected to decrease the LOS below its current "D" Standard. Specific traffic computations are provided as an appendix to this analysis.

**(2) Potable Water:**

Bagdad - Garcon Water System

Maximum Capacity: 1.116 million gallons per day

Average Flow: .584 million gallons per day

Water service is available and the proposed amendment is not expected to create capacity problems for the Bagdad - Garcon Water System.

**(3) Sanitary Sewer:**

The City of Milton

Maximum Capacity:

2.5 million gallons per day

Average Flow:

1.25 million gallons per day

Sewer service is available and recently completed as part of the Santa Rosa County Disaster Recovery Grant. The proposed amendment is not expected to create capacity problems for The City of Milton.

**(4) Solid Waste:**

The applicant indicates a private hauler will be used to transport solid waste from the site. Currently the landfill has approximately 52% of the permitted airspace remaining. Based on estimated population projections, the remaining life of this airspace is approximately 30 years.

**(5) Parks, Recreation and Open Space:**

A rezoning to Highway Commercial Development with a future land use amendment to Commercial would not increase demand on recreation facilities.

**B. Compatibility:**

The purpose of this District is to preserve the established development pattern and distinctive architectural character of the District through the restoration of existing buildings



and construction of compatible new buildings. The District is on the official listing of the Historic District on the National Register of Historic Places. Efforts are made to insure that future development is compatible with and enhances the scale of the existing structures and the period of architecture characteristic of the era. The Bagdad Historic District, which encompasses the Bagdad subdivision, is characterized by lots with narrow street frontage and small scale wood frame buildings of the Colonial Revival (1890-1930) and the Bungalow (1900-1930) periods which form a consistent architectural edge along the street grid. These buildings and historic sites and their period architecture make the district unique and worthy of continuing preservation efforts. The District is an established business area, residential neighborhood containing historic sites, museums and residences. Every application for building permit to erect, construct, renovate and/or alter an exterior of a building located or to be located in the district shall be presented to the Architectural Review Board for reviews and approval.

Currently, the majority of uses west of the site are single family residential. Residential uses in the area are supported by commercial zoning and existing business establishments along Forsyth Street. This would be a minimal and natural transition of the existing commercial zoning east of the site. As previously noted, all site plans submitted for development will require a review by the Bagdad Architectural Review Board.

**C. Suitability:**

Policy 3.1.E.6 of the Comprehensive Plan states:

*"the County shall use the latest version of the Flood Damage Prevention Ordinance promulgated by the FEMA to determine the location of the 100-year floodplain and flood prone areas and development shall be limited in those areas, consistent with FEMA requirements."*

Proposed revisions to the flood zone maps show this area is located within a FEMA Zone "X", which means an area determined to be outside 500- year flood plain.

**D. Urban Sprawl**

Policy 3.1.G.4 of the Comprehensive Plan states:

*"no future land use category may be changed and no rezoning may be approved unless a finding is made that the change in land use or land use classification or zoning category will promote compact development and discourage urban sprawl. The Santa Rosa County Board of County Commissioners shall be responsible for making such finding upon receipt of a report from the LPA."*

This rezoning application would not result in a finding of urban sprawl under the proposed commercial zoning classification. The request is, therefore, consistent with this policy.

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## 2007-R-076 Traffic Analysis Append

### Traffic Analysis Append

#### For the HR1 estimation:

Single Family Detached Housing (210)

.37 acres x 4 du/acre = 1.48 possible unit

Average Rate:  $9.57 \times 1.48 = 14.16$  Average Daily Vehicle Trips

Driveway %:  $0.50 \times 14.16 = 7.08$  Daily Vehicle Trips

New Trip % = 100%;  $7.08 \times 1.00 = 7.08$  New Daily Vehicle Trips

Selection of the ITE data plot (210) for Single Family Detached Housing was made because this was the worst case scenario or the maximum allowable level of development intensity within the zoning district. The independent variable (Dwelling Units) was chosen in accordance with professionally accepted practices: there was a coefficient of determination of 0.96 for this data plot; the standard deviation of 3.69 was less than 110% of the weighted average rate; and there was a large sample size (350 studies).

#### For the HCD estimation:

Specialty Retail Center (814)

Applicant has not provided information as to the type of development proposed. Therefore, three possible scenarios will be presented. This is scenario number 1. Building square footage is generally selected as the independent variable for commercial and industrial developments. In case of rezonings it is more acceptable to present a worse case scenario analysis as development plans are not finalized and due to the overall permanence of the situation. Therefore, a possible building size was determined and applied as the independent variable in order to produce a more general trip generation rate.

Given:

Land Size = .37 acres or 16,117.2 sq. ft.

Site Plan Requirements = 15% pervious cover required.

Parking Requirements = Equipment service: 1 space for every 250 sq. ft. of gross area (4 spaces/1,000 sq. ft.); Parking/Driveway/Aisle Estimation = 325 sq. ft. per space

Wetland area = 0

Buildable area = building pad + parking lot

$y$  = sq. ft. gross floor area of building pad in thousands

$$16,117.2 \times .85 = 1,000y + (y \times 4 \times 325)$$

$$13,699.62 = 1,000y + 1,300y$$

$$13,699.62 = 2,300y$$

$$y = 5.95$$

Building size =  $5.95 \times 1,000$  square feet = 5,950.00 square feet gross floor area.

ITE Average Rate:  $44.32 \times 5.95 = 263.70$  Average Daily Trips

Driveway %:  $0.50 \times 263.70 = 131.85$  Average Daily Trips

New Trip % = 88%;  $0.88 \times 131.85 = 116.02$  New Daily Trips



#### Medical-Dental Office Building (720)

Applicant has not provided information as to the type of development proposed. Therefore, three possible scenarios will be presented. This is scenario number 2. Building square footage is generally selected as the independent variable for commercial and industrial developments. In case of rezonings it is more acceptable to present a worse case scenario analysis as development plans are not finalized and due to the overall permanence of the situation. Therefore, a possible building size was determined and applied as the independent variable in order to produce a more general trip generation rate.

Given:

Land Size = .37 acres or 16,117.2 sq. ft.

Site Plan Requirements = 15% pervious cover required.

Parking Requirements = Equipment service: 1 space for every 200 sq. ft. of gross area (5 spaces/1,000 sq. ft.); Parking/Driveway/Aisle Estimation = 325 sq. ft. per space

Wetland area = 0

Buildable area = building pad + parking lot

$y$  = sq. ft. gross floor area of building pad in thousands

$$\begin{aligned}16,117.2 \times .85 &= 1,000y + (y \times 5 \times 325) \\13,699.62 &= 1,000y + 1625y \\13,699.62 &= 2,625y \\y &= 5.21\end{aligned}$$

Building size = 5.21 x 1,000 square feet = 5,210.00 square feet gross floor area.

ITE Average Rate: 36.13 x 5.21 = 188.23 Average Daily Trips

Driveway %: 0.50 x 188.23 = 94.11 Average Daily Trips

New Trip % = 77%; 94.11 x 0.77 = 72.47 New Daily Trips

Selection of the ITE data plot (720) for medical-dental office building was made because the applicant did not indicate the requested use for the rezoning. The independent variable (1,000 sq. ft. Gross Floor Area) was chosen for reasons described above and in accordance with professionally accepted practices: there was a coefficient of determination of 0.90 for this data plot; the standard deviation was 10.18; and there was a small sample size (10 studies).

#### High-Turnover (Sit-Down) Restaurant (932)

Applicant has not provided information as to the type of development proposed. Therefore, three possible scenarios will be presented. This is scenario number 3. Building square footage is generally selected as the independent variable for commercial and industrial developments. In case of rezonings it is more acceptable to present a worse case scenario analysis as development plans are not finalized and due to the overall permanence of the situation. Therefore, a possible building size was determined and applied as the independent variable in order to produce a more general trip generation rate.

Given:

Land Size = .37 acres or 16,117.2 sq. ft.

Site Plan Requirements = 15% pervious cover required.

Parking Requirements = Equipment service: 1 space for every 100 sq. ft. of gross area (10 spaces/1,000 sq. ft.); Parking/Driveway/Aisle Estimation = 325 sq. ft. per space

Wetland area = 0

Buildable area = building pad + parking lot

$y$  = sq. ft. gross floor area of building pad in thousands



$$\begin{aligned}
 16,117.2 \times .85 &= 1,000y + (y \times 10 \times 325) \\
 13,699.62 &= 1,000y + 3,250y \\
 13,699.62 &= 4,250y \\
 y &= 3.22
 \end{aligned}$$

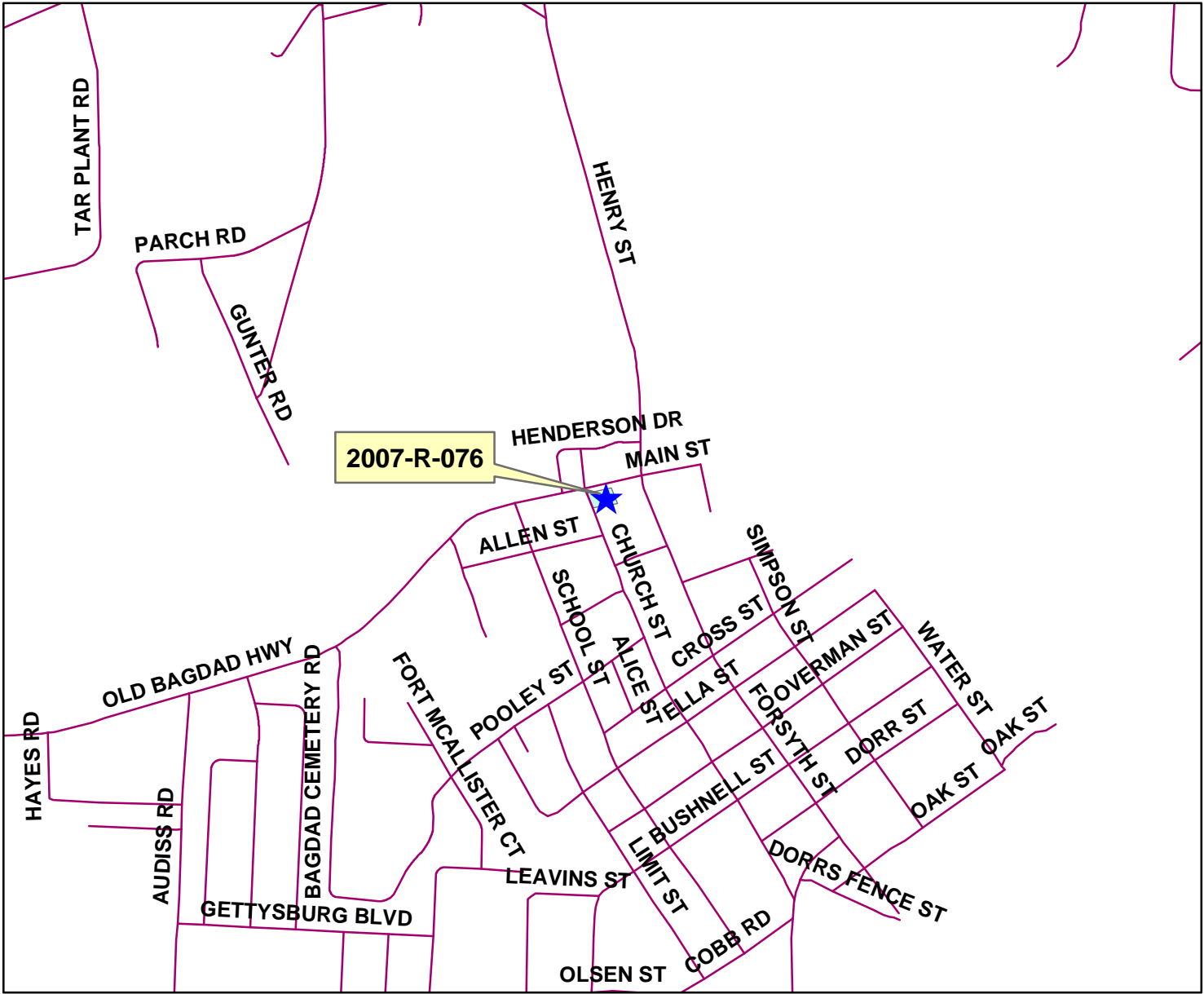
Building size = 3.22 x 1,000 square feet = 3,220.00 square feet gross floor area.  
 ITE Average Rate: 127.15 x 3.22 = 409.42 Average Daily Trips  
 Driveway %: 0.50 x 409.42 = 204.71 Average Daily Trips  
 New Trip % = 54%; 204.71 x 0.54 = 110.54 New Daily Trips

Selection of the ITE data plot (932) for high-turnover (sit-down) restaurant was made because the applicant did not indicate the requested use for the rezoning. The independent variable (1,000 sq. ft. Gross Floor Area) was chosen for reasons described above and in accordance with professionally accepted practices: there was no coefficient of determination for this data plot; the standard deviation was 41.77; and there was a small sample size (14 studies).

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# Location Map (2007-R-076)



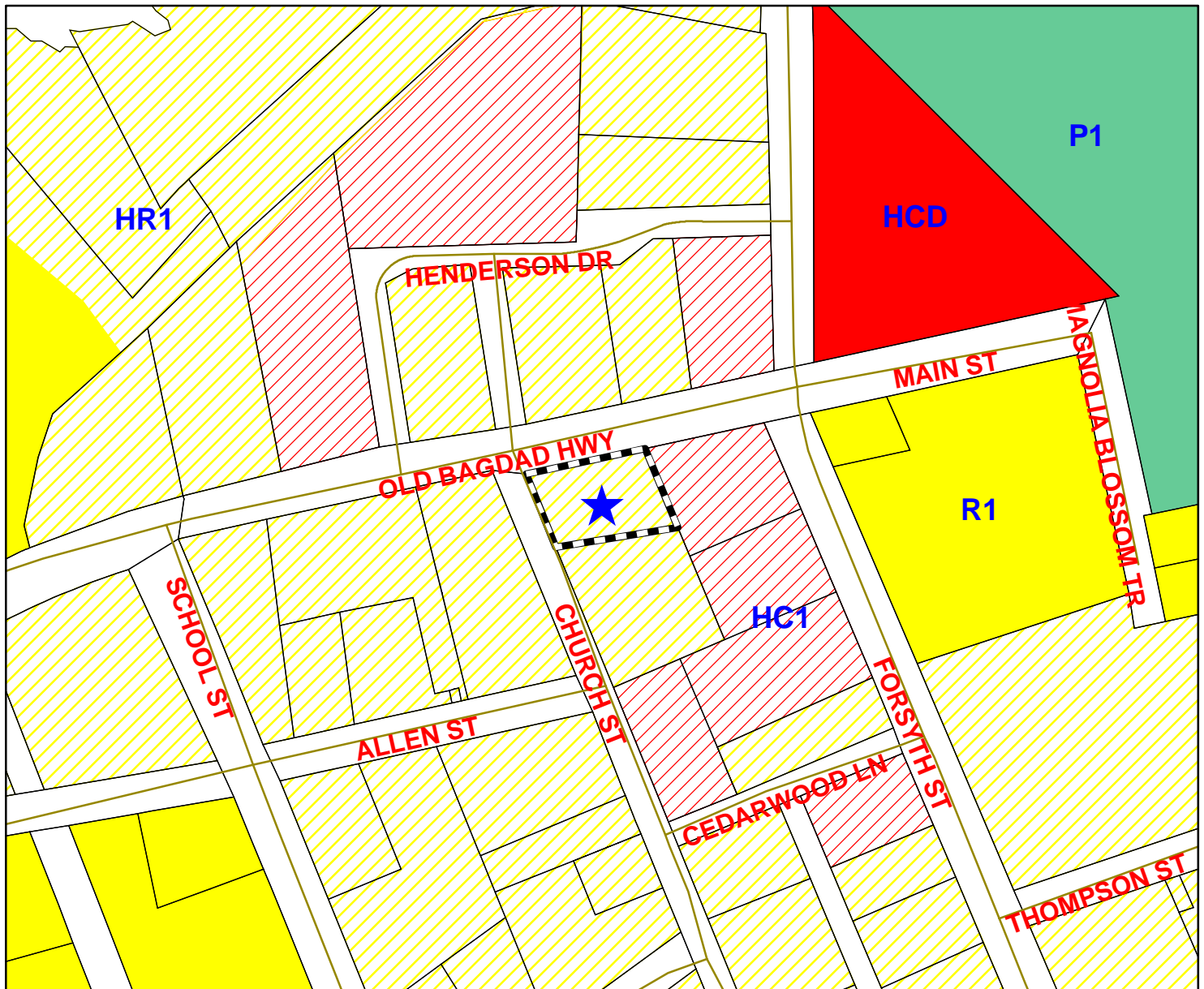
1 inch equals 1,000 feet



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# Current Zoning (2007-R-076)



1 inch equals 200 feet



## Legend

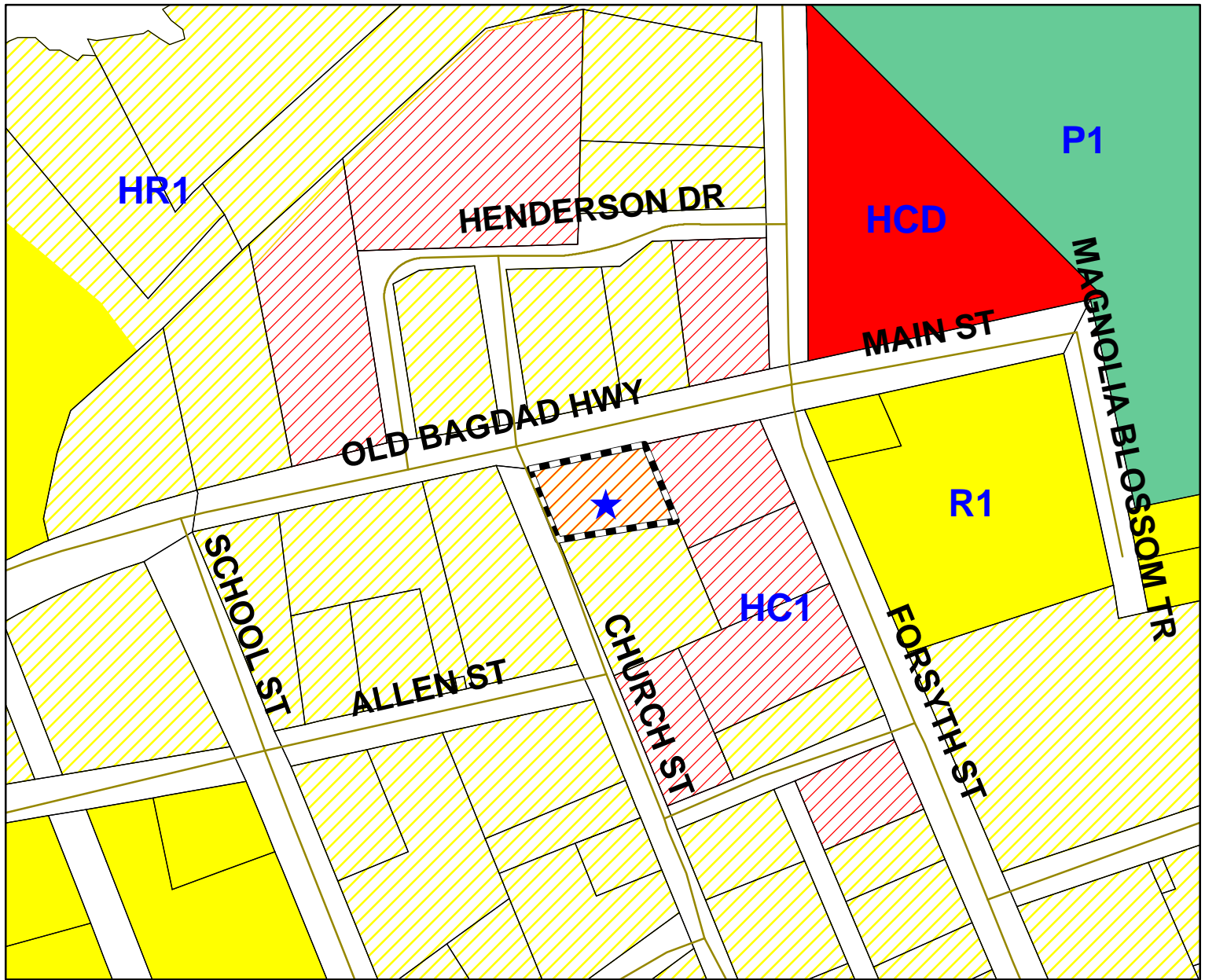
Streets	Historical/Multiple Family (HR-2)	Mixed Residential Subdivision (R-1M)	Navarre Beach - Planned Mixed Use Development
2007-R-076_Rezoning	Restricted Industrial (M-1)	Medium Density Residential (R-2)	Navarre Beach - Conservation/Recreation
Parcels	General Industrial (M-2)	Medium Density Mixed Residential (R-2M)	Navarre Beach - Single Family
<b>Zoning District</b>	PID	Medium High Density Residential (R-3)	Navarre Beach - Medium High Density
Agriculture/Rural Residential (AG)	Neighborhood Commercial (NC)	Rural Residential Single Family (RR-1)	Navarre Beach - Utilities
Agriculture (AG2)	Passive Park (P-1)	Town Center 1 (TC1)	State
Marina (C-1M)	Active Park (P-2)	Town Center 2 (TC2)	Right of Ways
Marina and Yacht Club (C-2M)	Planned Business District (PBD)	Navarre Beach - Commercial	Military
Historical/Commercial (HC-1)	Planned Unit Development (PUD)	Hotel - Navarre Beach	Water
Highway Commercial Development (HCD)	Single Family Residential (R-1)	Navarre Beach - High Density	Municipal Boundaries
Historical/Single Family (HR-1)	Single Family Residential (R-1A)	Navarre Beach -Medium Density	

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# Proposed Zoning Map (2007-R-076)



1 inch equals 200 feet



## Legend

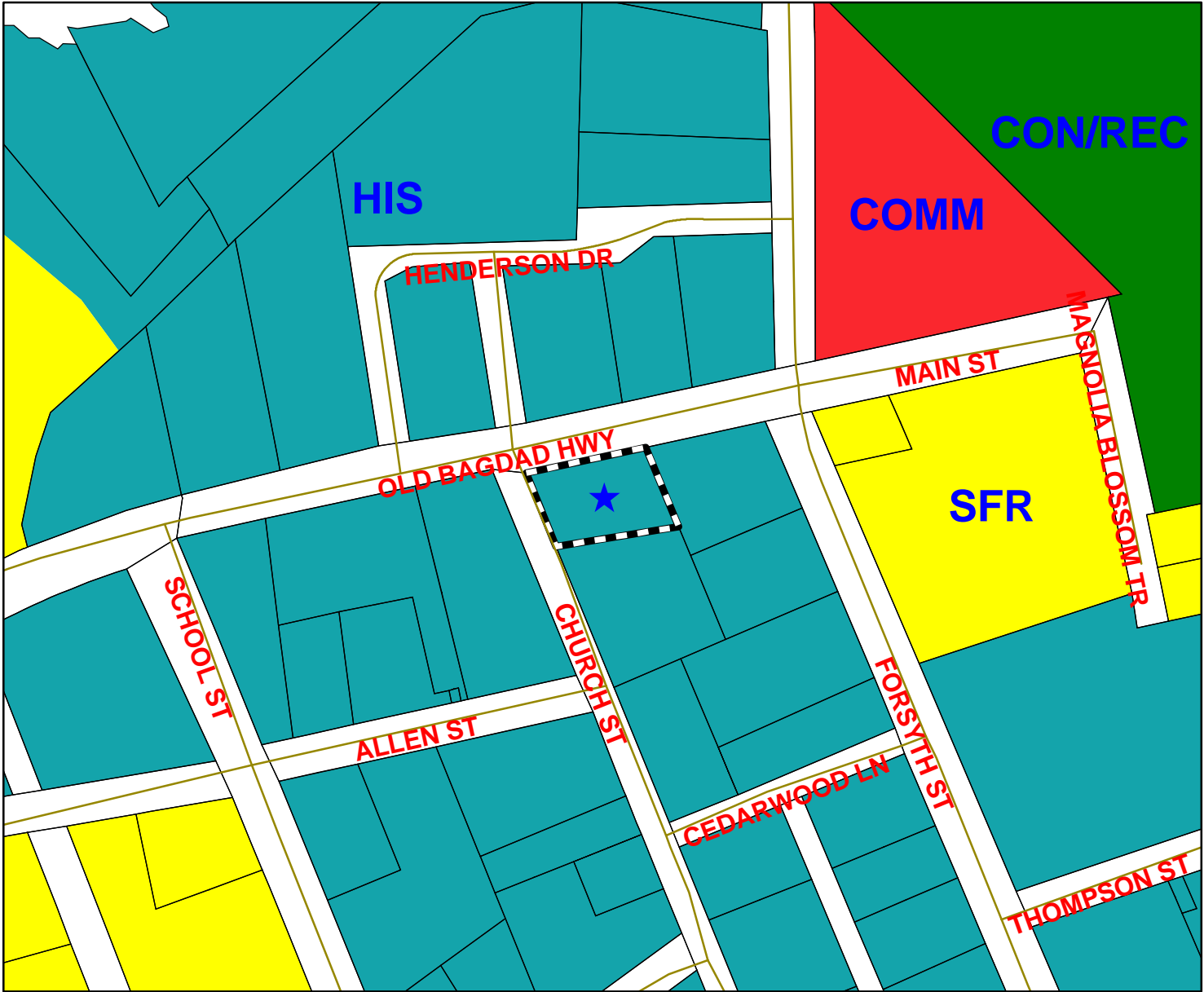
Streets	Historical/Multiple Family (HR-2)	Mixed Residential Subdivision (R-1M)	Navarre Beach - Planned Mixed Use Development
2007-R-076_Rezoning	Restricted Industrial (M-1)	Medium Density Residential (R-2)	Navarre Beach - Conservation/Recreation
Parcels	General Industrial (M-2)	Medium Density Mixed Residential (R-2M)	Navarre Beach - Single Family
<b>Zoning District</b>	PID	Medium High Density Residential (R-3)	Navarre Beach - Medium High Density
Agriculture/Rural Residential (AG)	Neighborhood Commercial (NC)	Rural Residential Single Family (RR-1)	Navarre Beach - Utilities
Agriculture (AG2)	Passive Park (P-1)	Town Center 1 (TC1)	State
Marina (C-1M)	Active Park (P-2)	Town Center 2 (TC2)	Right of Ways
Marina and Yacht Club (C-2M)	Planned Business District (PBD)	Navarre Beach - Commercial	Military
Historical/Commercial (HC-1)	Planned Unit Development (PUD)	Hotel - Navarre Beach	Water
Highway Commercial Development (HCD)	Single Family Residential (R-1)	Navarre Beach - High Density	Municipal Boundaries
Historical/Single Family (HR-1)	Single Family Residential (R-1A)	Navarre Beach - Medium Density	

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# Future Land Use (2007-R-076)



1 inch equals 200 feet



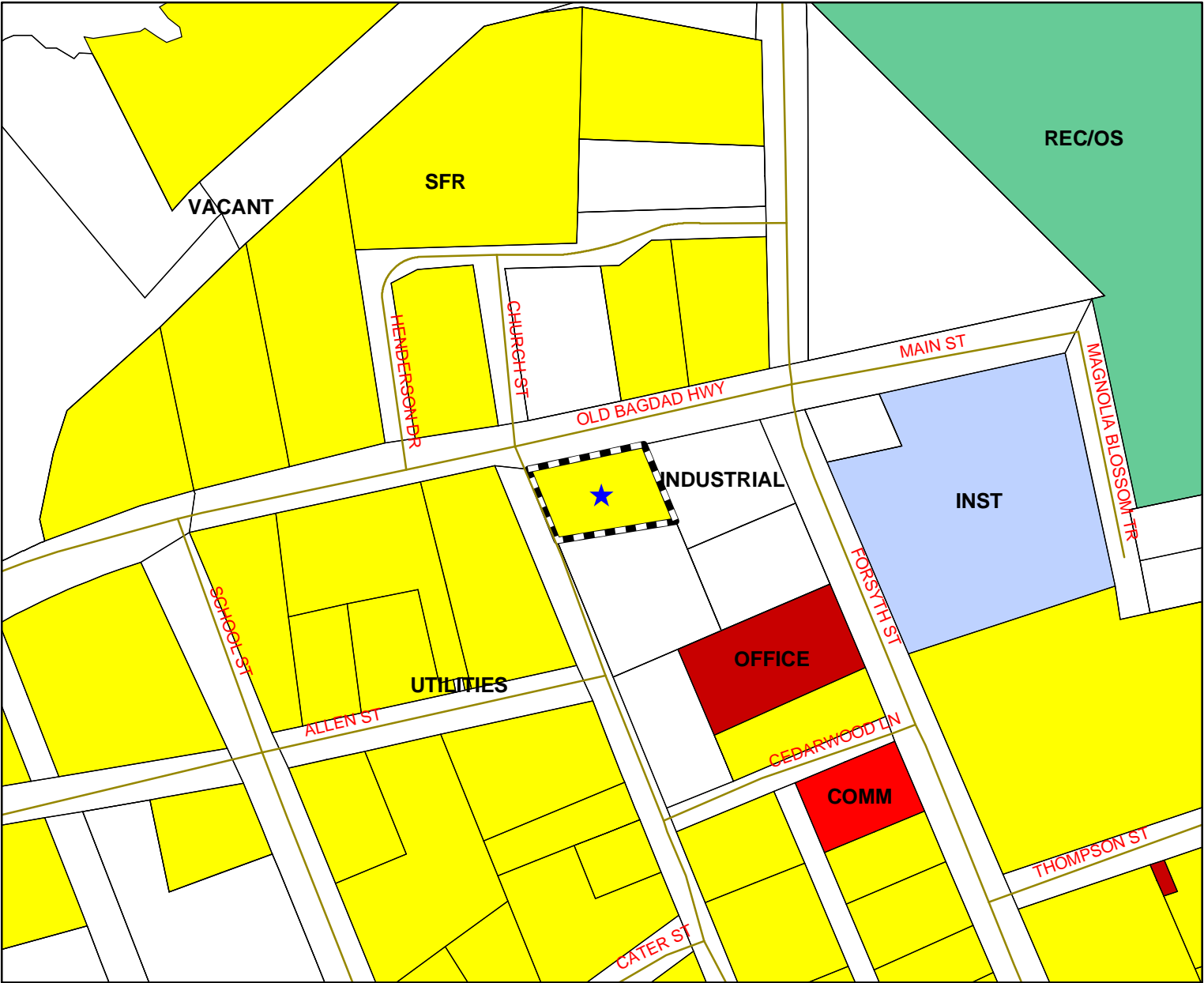
## Legend

Streets	GP SINGLE FAMILY RESIDENTIAL (GPSFR)	NAVARRE BEACH MEDIUM DENSITY RESIDENTIAL (NBMDR)
2007-R-076_Rezoning	GP RURAL RESIDENTIAL (GPRR)	NAVARRE BEACH MEDIUM/HIGH DENSITY RESIDENTIAL (NBMDR)
Parcels	BAGDAD HISTORIC DISTRICT (HIS)	NAVARRE BEACH HIGH DENSITY RESIDENTIAL (NBHDR)
FLUM	INDUSTRIAL (INDUS)	NAVARRE BEACH MIXED RESIDENTIAL/COMMERCIAL (NBMR)
AGRICULTURE (AG)	MARINA (MARINA)	NAVARRE BEACH UTILITIES (NBU)
SINGLE FAMILY RESIDENTIAL (SFR)	MILITARY (MIL)	CITY
MEDIUM DENSITY RESIDENTIAL	MIXED RESIDENTIAL COMMERCIAL (MRC)	RAIL
RESIDENTIAL (RES)	NAVARRE BEACH COMMERCIAL (NBCOMM)	WATER
COMMERCIAL (COMM)	NAVARRE BEACH LOW DENSITY RESIDENTIAL (NBLDR)	
CONSERVATION/RECREATION (CON/REC)		

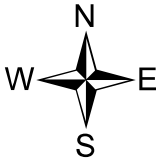
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# Existing Land Use Map (2007-R-076)



1 inch equals 200 feet



## Legend

 Streets	 City	 Recreation/Open Space
 2007-R-076_Rezoning	 Commercial	 Right of Way
 Parcels	 Institutional	 Single Family Residential
<b>ELUM</b>	 Military	 Silviculture
<b>CATEGORY</b>	 Mixed Residential/Commercial	 Unknown
 Agriculture	 Office	 Vacant
 Agriculture Homestead	 Public Owned Property	 Water
 Condo/Townhomes	 Recreation/Commercial	

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## Aerial (2007-R-076)



1 inch equals 100 feet



### Legend

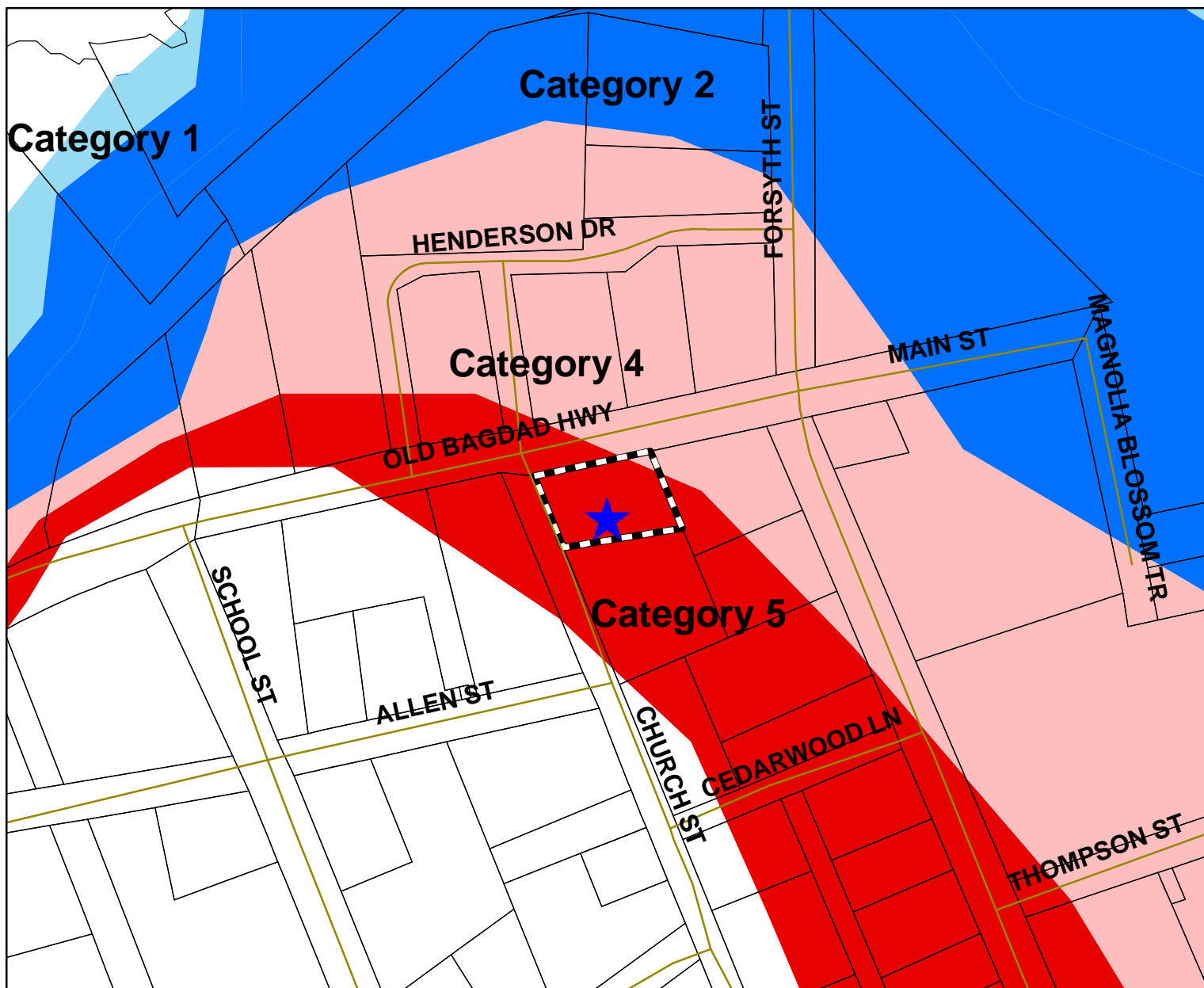
-  Streets
-  2007-R-076\_Rezoning
-  Parcels

#### TextDisclaimer:

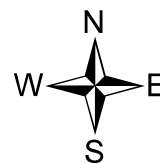
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# Storm Surge Map (2007-R-076)



0 110 220 440 Feet



## Legend

-  Streets
-  2007-R-076\_Rezoning
-  Parcels
-  Category 1
-  Category 2
-  Category 3
-  Category 4
-  Category 5
-  Tropical Storm

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